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DALY CITY
CITIZENS CONFERENCE

JUNE 18-19, 1976

GENERAL PLAN POLICIES
W O R K B O O K

ROBERT IRNSIDE
WILLIAMS & MOCINE

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INTRODUCTION

THE PLANNING PROGRAM

Each city in California is required by State law to adopt a General Plan to provide for the orderly development of the city. The Plan consists of maps and text which describe the basic policies of the city with regard to the manner in which its public and private lands are to be utilized. General Plans usually are long range, twenty years or so, and comprehensive in that all of the significant elements of a community's environmental system should be considered. The General Plan needs to be rigid enough to provide a rational guide for decisions but flexible enough to permit adjustment for unforeseen events. To be useful the Plan should be reviewed periodically and revised where needed to be kept current.

Williams and Mocine has been retained by the City to provide planning consulting service. The agreement between the City and the consultants provides for a one-year program to update the City's General Plan. Since the last comprehensive updating in 1968, the State Legislature has expanded the planning law to require additional factors (called elements) to be considered as part of the Plan. The City now is required to have policies on housing, open space, noise, scenic highways, safety, conservation and seismic safety in addition to the traditional categories of land use and circulation. Therefore, the current program is designed to add these new elements to the Plan.



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In addition, the City has requested that the planning program be oriented to implementation. For this reason there will be a strong emphasis given to the management of the Plan on a regular basis. This will require more than usual attention to the short range future (five or so years) and the financial aspects of the Plan.

The City's land development ordinances will be reviewed by the consultants with regard to their consistency with policies evolving through the planning program, as well as their relation to current laws and planning practice.

There is a need for plans in the 1970's to be less general than in previous years; to be more clearly related to policies; to be usable as a reference when precise decisions are required; and to include in the formulation phase the attitudes, values and desires of the citizens that the Plan is designed to serve.

POLICY WORKSHOP

Over the years, planners have used a variety of citizens' participation techniques. All techniques involved citizens and increased their knowledge and civic interest; however, the citizen role in policy formulation frequently was one of passive acceptance of planners' recommendations. Citizen interest today is much more active than it was a few years ago. Deep concern for the environment is expressed through people's desire for real participation in decisions that affect them. This points out the need for a form of citizen participation in planning that is structured to result in meaningful rather than token involvement.

The consultants have developed a workshop format that provides for a very efficient and effective form of participation. The participants are assisted by a workbook which describes many of the conditions and issues in the City and poses questions on subjects where policy decisions are needed to influence the future of the City.

The workshop group should be large enough to be representative but small enough to permit full participation, usually about 50 to 100 citizens. It is important that the workshop include Councilmen, Commissioners, and key staff members so that they may participate with their constituents in the dynamics of policy making.

The officials and staff members provide an important information resource; however, they are requested to subordinate their opinions so they will not intimidate and suppress input from the lay citizens. All workshop members are equal in status. Full, active involvement is essential.

The workshop is hosted by the Daly City Citizen's Advisory Committee. In addition to participating in the workshop, the Committee will meet throughout the program to refine goals and objectives and assist in developing the General Plan elements.

WORKSHOP FORMAT

The workshop will begin at 7:30 Friday evening, lasting until 10:30 and beginning again at 9:00 Saturday morning and extending to about noon. This format requires a pre-educated, reasonably informed group that is prepared to deal realistically with issues and rational alternatives.

After a short briefing, the participants will divide into small groups of 15-20 persons to facilitate discussion. Sometimes it is appropriate to divide discussion topics among the groups; however, it may be more effective to have each group discuss as full a range of community issues as time allows.

Before noon on Saturday, group conclusions should be organized and presented to the Committee for consensus, if that is possible. Two or three weeks later, the consultants will submit a report to the Advisory Committee articulating the conference conclusions. Included in the report will be a resolution summarizing the significant policy recommendations. This resolution should be discussed by the Committee, revised as necessary and adopted as basic policy framework to guide the General Plan revision.

SOME OF THE BROAD ISSUES

In May 1976, the Citizens Advisory Committee met with the consultants and expressed some of their concerns and attitudes about issues facing the City. Their concerns included traffic, parking, mass transit, housing for elders, redevelopment, the economic base of the City, more even dispersal of City services and facilities, extension of BART and the impact of City ordinances. Each of these topics will be covered in this workbook along with other issues identified by the consultants.

One of the most limiting factors in community development is finances. The core question at the heart of the basic level of service issue is: How much are the citizens willing to pay? The obvious answer

is: it all depends. The ideal arrangement for deciding this issue would be to have a governmental structure that would enable taxpayers to choose among different types of services and to select from among the multitude of functions which ones deserve larger and which ones smaller shares of the total tax. But that ideal isn't available. The school districts and each of the other special districts set their own tax rate; the same happens with the City, County and other agencies. There is no way that Daly City residents can rank total service preferences and, for example, spend less on schools and more on police. About the only choice that is available is very specific, like: are you willing to be taxed up to 10 cents per year to buy open space?

City priorities for operating and capital expenditures are established by the City Council through the budget process. But here again, there is not as much flexibility as one may think. A high percentage of the City's costs are recurring in that once a basic activity is established it usually continues and the cost escalates with inflation and pressures to expand the activity.

City revenues also have less flexibility than would be desired. The main sources are derived from property taxes (31.2 percent) and sales and use taxes (19.4 percent). Only about a third of the City's revenue comes from property taxes, the only important tax the City controls. The property tax is the product of the rate, set by the Council, multiplied by one hundredth of the assessed valuation. In 1974-1975 the City's assessed value was \$165,467,466 (25 percent of the market value of private property).

The 1975-1976 assessed value increased to \$173,242,666. This means that minus certain exemptions, each one cent of City property tax will now raise about \$17,300 in revenue. So an increase in services that would cost \$173,000 per year implies a tax rate 10 cents (10¢) higher unless, of course, there is a corresponding decrease in another service. A new problem with the tax rate is that it is frozen by State law unless there is a significant increase in service, an enlargement of the City or a positive vote of the electorate.

Commonly, public agencies requiring money for significant capital expenditures will borrow (bond) to obtain the money and pay it back with interest over a long period of time, like twenty years. This action requires an election and a two-thirds affirmative vote. There are many benefits in this type of financing but obviously the expenditure must have overwhelming public support. Daly City has little bonded indebtedness at this time. With its assessed value, the City's legal bonding capacity is about \$25,000,000 (15 percent of its assessed value).

ECONOMIC ISSUES

What makes Daly City different? Part of the answer may be found by comparing some information about the City with that for the Bay Area Region. For example, Daly City during the 1960's grew 7 percent faster than the Region, had a slightly younger population and more Spanish language/surname residents (18.8 percent vs. 10.8 percent). The 1970 median income of City residents was higher (\$12,299 vs. \$11,551).

In 1970 over half the City's labor force was employed in professional, clerical and sales jobs. A large number of families were supported by two wage earners and over half the working women in the City were married. Almost three quarters of the City's labor force commuted out of San Mateo County to work.

The great majority of employment opportunities within the City are in retail and service facilities. Less than three percent of the City's employers are involved in manufacturing.

Housing is a major resource in Daly City. The single family, owner-occupied units are the most common. The 1970 census indicates that the great majority of the City's housing supply (98.9 percent) is in good condition. Most recent construction of housing indicated a shift to more multiple family rental units. This shift is to be expected, to some extent, since almost all the land best suited for single family development has already been built upon and Daly City is still a very good location for one who works in San Francisco or San Mateo County.

Housing is clearly the major economic resource of Daly City; however, over the decade of the Sixties the City attracted enough commercial development to identify it as a regional center for apparel, general merchandise (TVs, radios, etc.), furniture, and drug sales.

1. Should the City focus on broadening its revenue base by encouraging and promoting non-residential uses? It is important to consider that all the new uses required to broaden the economy may not be compatible with existing residential and other uses.
2. If you feel the City should broaden its revenue base, which types of development do you feel are appropriate? Which areas are most appropriate for various uses? How much of this type of development would you like to see?
3. Should the City try to expand its commercial base by continuing to expand its shopping centers? If so, should they encourage this development by providing new areas, concentrating on providing types of commercial services not now readily available and/or annexing areas which now compete with the City? Are there other alternatives?
4. Should the City make greater use of its oceanfront by developing a recreation/resort industry or other ocean-oriented commercial uses along its shore?

City Growth

Two factors make up city size: land area and population. The present City boundaries enclose 4,518 acres. The urban service area/sphere of influence (the area designated for future annexation) represents an additional 570 acres. Thus, except for the possibility of annexing part or all of San Bruno Mountain (as suggested in the 1968 General Plan), the physical area of Daly City is fairly well fixed. The sphere of influence study for the City projects the City's 1985 population at 77,575. This anticipates a slight decline in family size (from 3.0 in 1970 to 2.7 in 1985).

While the potential acreage of the City may be fixed, the total population is not. The number of people per acre (population density) can be increased by changing residential densities, shifting, for example, from a predominance of single family homes, to more multiple family units in parts of the City.

1. What do you feel is a comfortable City population size?
Would you like it to stay about the same, as it is now,
be reduced or be more dense?
2. Would you like to see more apartments? If so, in which areas?
3. How do you feel about annexation? Should the City annex its entire urban service area/sphere of influence? (This includes Broadmoor and the unincorporated portion of the Town of Colma). Should the City seek annexation of San Bruno Mountain; all or part?

4. Is there any concern about the rate of growth; too fast or too slow?

Redevelopment

Much of Daly City on the east of Highway 280 was built before 1950. Large parts of this and other areas of the City date back to before 1920. This was a period when there were no codes for construction, no inside plumbing to speak of and electricity was just coming into its own. Over time these buildings have been modernized, but in many cases they are not up to modern standards. Such structures at worst may present a significant public safety and fire hazard, and at best lend character and variety to the Cityscape. Daly City's quandary of what to do with these older structures is not unique. All over the country cities are trying to resolve this same problem. Most, like Daly City, have concluded wholesale clearance is not an economic or socially acceptable solution.

In general terms three alternatives are available. The most dramatic is clearance. This is usually only effective if the land cost is reduced after clearance. The second alternative is salvaging those structures which can be reused with a level of investment which still makes their square footage competitive for its use and demolishing those structures which are beyond economic repair. The third alternative is a program of protection of the existing structures through an active and persistent code enforcement program, provision of maintenance assistance and encouragement of the best possible new construction. A frequent solution is a combination of the alternatives based on the recognized problems of various parts of the community.

Daly City has already recognized the Mission Street-Junipero Serra commercial areas as suited to the first alternative, redevelopment. In the definition of this area, the City also established that, at this point in time, redevelopment was not a suitable action for the immediate surrounding area. However, the consideration of broader limits to the redevelopment area does indicate that problems exist in this surrounding area. Possibly this area and others in the City are candidates for the second alternative, rehabilitation. The cost of construction is now so high that active protection of the existing sound structures (conservation) is imperative.

1. Are there areas of Daly City which you feel are good candidates for a conservation program? Should the City assist such a program financially by providing free technical assistance, a tool pool, and some important materials, such as exterior paint, and rubbish collection?
2. Is rehabilitation as defined here (preservation of economically salvagable buildings and clearance of those clearly not so) an acceptable alternative in some areas of Daly City? If so, in which areas?
3. The commercial area along Mission and Junipero Serra has already been defined as the redevelopment project area; are you satisfied with the boundaries of this area? Would other programs in adjacent areas be an asset to the redevelopment activity? If so, what kinds of programs do you recommend?

SOCIAL ISSUES

The social element of the 1976 General Plan has been defined to include: public safety; community facilities and services; park and recreation services; education; social services; health and special care facilities; special community needs for young and elder residents; and the role of neighborhood. Each of these factors contributes to the social environment which makes Daly City a satisfying place to life.

PUBLIC SAFETY

Public safety includes fire protection, police service, emergency planning and building inspection. Daly City provides all these services.

There are four fire stations in Daly City. The fire insurance underwriters establish criteria for fire protection and apply ratings to communities depending upon satisfaction of the criteria. The ratings have an affect on insurance rates. Daly City's rating is Class 4 which is slightly below the typical rating in the Bay Area. In order to improve its fire service the City has recently signed automatic response agreements with South San Francisco and is now negotiating with Pacifica. Through these agreements a fire call goes to the nearest fire station regardless of its jurisdiction. This program provides the best possible service for all residents without regard to City boundaries.

The Daly City Police Department is staffed by 148 employees. Their services include traffic enforcement, crime and accident prevention, and apprehension of law violators. The City has 12 one-man patrol cars on day patrol and 12 one-man cars on night patrol, and 3 to 4 foot patrolmen during shopping hours at Serramonte and Westlake shopping centers. In 1974 police protection and services cost the residents of Daly City \$1,900,000 or \$26.32 per capita.

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In the past, emergency planning has been primarily aimed at civil defense. Today, however, planners are more acutely aware of the need for evacuation routes and emergency services for major events such as fire, earthquake and flooding which could affect the safety and property of many people. Emergency planning includes adequate access to and from all parts of the City, establishment of a communications system, clear assignment of responsibilities and a broad based public education program. Citizen awareness, concern and education are essential for effective emergency planning.

Daly City employs four building inspectors, two electrical inspectors and one trainee in the Building Department. Part of this activity is financed by fees paid by those requiring inspections. In some communities there is often a desire for expanded inspection that includes checking for violations and hazards in older structures in order to protect the housing stock from inordinate decline.

1. Is Daly City's fire service adequate? If not, how can it be improved?

2. In what areas, if any, do you feel police service should be increased; traffic enforcement, burglary prevention, drug abuse?
3. Is there any desire for housing and building code enforcement in addition to construction inspection?
4. Are there problems in Daly City of unsightly, run down or unsafe property that the City should do something about?
5. Should building inspection include inspecting the site as well as the structure for safety?

Community Facilities

About 14 percent of the land in the City is occupied by public facilities. The most important of these are the Civic Center, War Memorial, four City libraries, and two gymnasiums (one at the War Memorial and the other at Westlake Park). In addition, the City has two clubhouses, the City corporation yard and assorted smaller holdings in easements and other minor uses.

The City Hall was built in 1967 and houses all of the City offices except the community services center, parks, recreation and maintenance department, and redevelopment. An unimproved basement provides additional space for future growth.

In addition to the City owned public facilities there are 27 churches in the City. Churches should be located with good automobile access, have adequate provision for parking and should be

placed to minimize disturbance to neighbors. The Cow Palace, owned by State Agricultural District No. One, mainly is used for large gatherings of people at athletic events, commercial shows, stock shows and conventions. The facility is only occasionally used for a Daly City event. A large crowd at the Cow Palace creates temporary traffic and policing problems for the City.

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1. Are there facilities or services which should be added to the Civic Center complex; like an auditorium, county offices, bus stop?
2. Is library service adequate in quantity; quality?
3. Are libraries conveniently located? Is there any area not now served by a library?
4. Are the gymnasiums conveniently located? Is there need in other parts of the City for similar facilities?
5. The Bayshore area near the Cow Palace has been considered for relocation of the City Corporation Yard. Do you consider this a suitable location? If not, why, and which location would be better?
6. Are the standards for churches adequate; do existing churches present problems like parking, traffic, noise?
7. What problems are being caused by the Cow Palace; what can be done about them?

8. Are there improvements needed in Cow Palace site development?
If so, what kinds of improvements?

COMMUNITY SERVICES

Water

The Daly City Municipal Water System serves all of Daly City except the Bayshore Area which is served by Diamond Public Utility District. The water supply comes from two sources, reservoirs and wells. Because of lower water tables, salt water intrusion and groundwater contamination, the use of wells as a source is decreasing and reliance on reservoirs is increasing. The City has 13 reservoirs with a capacity of 21,000,000 gallons.

Sanitation

The North San Mateo County Sanitation District provides sewer service to most of Daly City, Broadmoor and the Town of Colma. The district has both a collection system and treatment facilities. After primary treatment the effluent is discharged through a 2,500 foot outfall into the Pacific Ocean. The present design flow of the system is 6.0 MGD (million gallons per day) while the flow ranges from 5.8 to 6.2 MGD. The system is expected to be expanded to 7.0 MGD design flow by 1977.

Drainage

Water in Daly City runs off in four directions: south to Colma Creek which goes through South San Francisco to the Bay, directly

to the Pacific Ocean, to the Pacific through the Vista Grande Canal and San Francisco, and in the Bayshore Area, into combined sewers. Despite this complicated drainage pattern, flooding is a problem in only a few identifiable areas: South Mayfair Avenue, 91st Street and Sullivan, north of Ben Franklin School, and 88th and 89th Streets west of Edgeworth. The City is working on each of these problems. The 88th and 89th Street problem, however, is complicated by the fact that it is multi-jurisdictional, requiring City and County cooperation and fairly extensive work.

Solid Waste

The Daly City Scavenger Company provides collection service to Daly City, Colma and Pacifica. Collected wastes are disposed of at the Mussel Rock Sanitary landfill in Daly City. The Mussel Rock site has an anticipated use expectancy of 15 to 25 years, after which the City will have to seek another site. The filled Mussel Rock site will be used as a park.

Street Cleaning

Daly City provides street cleaning services to its residents. The major problem in delivering this service is on-street parking. Several options are available to the City to resolve this. The most efficient appears to be a system of alternate side of the street parking once a week to allow equipment access.

Cable TV

Cable television service is provided by Vista Grande Cable Television which is franchised by the City to provide this service.

Vista Grande also serves the City of Pacifica. The City is not directly responsible for the activities of the company, but allows it to operate within its boundaries.

Street Lighting

All of Daly City is lit by street lights placed about every 500 linear feet. The City requires a developer to install electrolear lights as part of the development. In addition the state now requires P.G. & E. to underground service lines in new development of 5 or more homes. P.G. & E. is still not required to underground transmission lines.

1. Are you aware of any water problems?
2. Are there noticeable problems with sewer service?
3. Are there any flooding or drainage problems in your neighborhood?
4. Do you have any comments about refuse collection or disposal?
5. Should the City be more active in recycling programs?
6. How do you feel about the level of street cleaning service provided by the City? Would you favor a weekly alternative side parking system to facilitate service; or some other approach? How can neighborhoods support the City in providing good street cleaning service?
7. What do you think about the cable television service? How do you think service could be improved?
8. Do you feel the City is adequately lit? Should the City undertake a program to have uniform light standards through the City?

9. Should the City undertake a program to underground all overhead wires?
10. Are there any problems in the City with overhead transmission lines; with easement maintenance?

Parks and Recreation

Daly City has 2.75 acres of neighborhood and community parks per 1,000 residents. The coastside park (140 acres) encompasses 70 percent of the City's 200 acres of parks. The coastside park, now the Mussel Rock Sanitary landfill, will be developed to link into Thornton Beach State Park when fill on the site has been completed.

The City also provides a substantial recreation program and cooperates with the school districts in providing supervised after school programs at some of their facilities. Since weather conditions frequently limit use of outdoor recreation areas, the City has provided 52,500 square feet of recreation building area. These indoor areas include two equipped gymnasiums, meeting rooms, a field house and other multi-use facilities.

1. Do you feel more parks are needed in the City; where?
2. What should be the character of City parks; playgrounds; picnic sites; beaches?
3. How do you feel about trading density for open space; ie., give higher density to a developer on a small portion of land in exchange for dedication to the City of large portions?

4. Is there a need in Daly City for historical preservation programs; for which areas; what types of programs?
5. Do you feel the City's recreation programs are meeting the needs? If not, what needs are not being met; how can they meet these needs?
6. Are some areas lacking recreation facilities? If so, which areas; what facilities are needed?

Education

Daly City is served by four elementary school districts (Bayshore, Brisbane, Jefferson, and South San Francisco) and one high school district (Jefferson). There are also three parochial schools with grades 1-8; for a total of 31 schools in the City. Three-quarters of the elementary students are in the Jefferson District. Elementary school sites range in size from 1.7 acres to 13.7 acres. Westmoor High School has the largest site, 59 acres.

In addition to their primary function, schools contribute open space and a range of internal and external facilities for community use. For example, the City recreation program includes after school and Saturday activity at some school playgrounds and the Westmoor High School pool. In all cases, school outdoor facilities and playing fields are available for informal neighborhood use.

Like most elementary school districts in the State, Daly City's districts are experiencing a declining enrollment. In the past

five years enrollment in the Jefferson Elementary District has declined from 1 to 7 percent each year. Inevitably this will lead to difficult choices should it become necessary to close any of the schools.

1. Is there a need for the City to encourage higher development standards for school sites?
2. Should the recreation/supervision program using school grounds (and in some cases facilities) be extended; is this a useful service? Are there some areas of the City where this service is more critically needed than others? If so, for what reasons?
3. Should park facilities be developed in conjunction with or separate from school facilities?
4. Since unused sites may come before the City for rezoning, the City is not without influence in their use. What are acceptable alternative uses for school facilities?
5. Is there a need for school libraries to be open at night to supplement the City's libraries?
6. Should Daly City actively seek an institution of higher learning to locate within the City boundaries?

Social Services

In 1974 Daly City funded the Daly City Community Service Center to coordinate human service planning and delivery. Originally,

this center had been created by local citizen groups and funded by Federal War on Poverty money. The goal of this City agency is to develop preventive programs in order to minimize the need for corrective service. To be effective in its goal, the agency feels it needs to be visible and readily accessible to members of the community. The Center provides offices for eleven voluntary and public social service agencies whose services include: food stamps, immigration services, crisis intervention counseling, information and referral services, Medi-Cal, general assistance, social security, employment development, senior citizen services, youth involvement groups, inmate and ex-inmate rehabilitation services, Spanish/English translation, psychotherapy, physical and mental handicapped services and community action advocacy liaison. Its services are not limited to those with low incomes, racial minorities or people with language problems. Community awareness and participation are critical to the Center's effectiveness as a coordinative agency.

1. Are there community-wide social problems or social services not now included at the Social Services Center program which should be?
2. Should the City be more active in the delivery of social services; how?
3. How could the City make the services provided at the Community Service Center more widely known?
4. How can the function of the Center be made more accessible to all City residents?

Health Facilities

Within Daly City there are several health care facilities including Mary's Help Hospital, the Guadalupe Clinic and the Emergency Rescue Service provided by the Fire Department. As pointed out in the 1968 General Plan, the problem of health care did not appear to be the level of service available, but rather the inaccessibility caused by poor transportation. Interviews carried out in 1976 indicate that, in general, this is still the case. However, today there is also a concern with providing a variety of living arrangements, ranging from minimal care to complete care for the elder, handicapped and those with mental health problems (including alcoholism). The role of the City in encouraging such facilities (public or private) is a key ingredient in community health planning.

1. What are the major health care needs and priorities in Daly City?
2. Should the City insure that housing will be available for most of its elder and handicapped citizens with special needs?
3. In general, what should be the City's role in health care delivery? Should it extend beyond services currently provided (emergency and rescue, community service center coordination)?

Special Needs, the Young, the Elder

In 1970, about 29 percent of the City's population was under 15 and about 5 percent was 65 or over. While on the face of it these two groups don't have much in common, from a planning standpoint they are less mobile and therefore much more dependent upon neighborhood and City facilities and services than the rest of the population.

Daly City now provides an extensive recreation program for the City's young people. Park facilities, from tot lots to the Westmoor High School pool, are available for use and incorporated into the City recreation program. Summer school programs at almost all the local schools as well as library facilities provide additional resources. But the young still lack mobility and, as extensive as these opportunities are, there may be unserved groups of young people or needs which are not being met.

The elder population generally desires passive recreation activities (places to sit outside, walk, etc.) and opportunities to meet with people within their age group. A few in this group need housekeeping assistance and lack the mobility which the automobile once provided them. Often too these residents need help, such as provided by the Community Services Center.

1. Can you think of ways to increase participation of youth in government? Is this desirable?
2. Should the City, through zoning or other means, encourage commercial facilities oriented to young people; what type of facilities?

3. Are the current youth programs successful? Are they adequate?
4. How can the elder population increase their participation in government? Is this necessary?
5. Should the City encourage boarding houses, rent subsidy, convalescent, activity centers and other facilities oriented to the elder resident? What types of facilities are most appropriate?
6. Are the programs now available to elder residents successful; Are they adequate; should more be provided?

NEIGHBORHOOD

Everyone lives in a neighborhood. It is the area we recognize as being in the immediate vicinity of our place or residence or work. Within the area defined as our neighborhood, we can usually satisfy most of our basic needs: food, shelter, initial education, modest recreation and play facilities, face to face daily human interactions. In addition, physical factors such as a park, arterial street, monument or topography often define the area. A decade ago a planner would have defined a neighborhood as an area within a half mile radius of an elementary school. Today definitions are not as simple. We realize defining the area of basic human interactions is dependent on a variety of human needs, not just on education. Neighborhood, however, still represents a basic building block in planning. A strong sense of neighborhood identity generates pride in its appearance, a sense of basic security and concern for others. It also contributes to a positive image of the community.

1. Does Daly City have some clearly identifiable neighborhoods?
What distinguishes each of these areas? Do residents of these areas express pride in their location?
2. Is "neighborhood" something which you consider important?
3. What things did you look for in choosing the area where you live in Daly City?
4. How could the sense of neighborhood be strengthened where you live?

PHYSICAL ISSUES

This section deals with the more tangible aspects of city planning: land use, circulation and community design. These are subjects that most people identify with in relation to planning and therefore are somewhat easier to deal with than the more abstract subjects.

RESIDENTIAL DEVELOPMENT

Even more than in most cities, housing is the dominant land use in Daly City, occupying nearly 60 percent of the zoned area of the City. Daly City has earned the reputation of being San Francisco's bedroom since many Daly City residents work in San Francisco. Daly City appears to be an extension of San Francisco, sharing characteristics such as small lots, narrow frontage and little or no separation between houses. These characteristics give Daly City what is known as a high density character.

Many people today are familiar with the term "density" as it is applied to urban development, but the term is unclear and should be clarified. Commonly, density means the number of dwellings per given unit of land area; like one dwelling per acre or ten per acre. Sometimes confusion is caused by failing to distinguish between net area (measuring only the size of the building site) and gross area (as in undeveloped land where streets have not yet been constructed).

Density is frequently felt to be a primary factor in determining the appearance of a development but, if some dwelling units are 500 square feet in floor area and others are 3,000; some are only one story and others multi-story, then obviously unit density doesn't tell the whole story. For this reason, development regulations control height and the amount of the lot that may be covered by the structure, as well as density.

In this Workbook, density means the number of dwellings per net acre or the number of square feet of lot area per dwelling; however, it should be understood that there are other factors that need to be considered to accomplish satisfactory development.

Permitted single family dwelling density in Daly City is one unit per 2,500 or 3,000 square feet (14 to 17 per acre). The two apartment districts permit densities of 87 and 145 units per acre (one unit for 500 square feet and one unit for 300 square feet of land area).

Density also may be used in reference to the number of persons per unit of land area. Although this is a valid use of the term it should be pointed out that family size is a variable factor, therefore, a given number of units may house various populations at different times. In 1960 Daly City had 44,791 residents occupying 14,129 units; an average family size of 3.17. By 1970 the population had increased to 66,922 in 22,119 units. Average family size decreased to 3.02 persons.

1. Are existing single family densities satisfactory, or do you feel there should be some areas with larger lots to accommodate larger, more expensive homes?

2. Permitted building coverage ranges from 50 percent of a 3,000 square foot site to 75 percent of an apartment site. Is this satisfactory?
3. Are there any problems with the permitted height limits of 30 feet for houses, 36 feet for small apartments and no height limit for large apartments?
4. Are residential setbacks generally satisfactory: 15 feet in front and 10 feet in back; does the small front setback contribute to parking problems?
5. Do you feel that the apartment densities are high, low, about right?
6. Are parking standards adequate - (one space per single family and duplex unit; one space per studio and one bedroom apartment; one and one-quarter spaces for a two bedroom and two spaces per three bedroom apartment)?
7. How do you feel about mixed uses; apartments over stores, for example?
8. Should the City be more active in housing conservation programs by:
 - . strict code enforcement?
 - . loans and grants for rehabilitation and repair?
 - . public improvements in deteriorating areas?
9. Should the City provide housing assistance to elder citizens or others? What form should this assistance take?

COMMERCIAL AND INDUSTRIAL

Daly City has about 430 acres zoned for commercial and industrial use. About 270 of these acres are developed appropriately. The remainder are occupied by public uses, such as the Cow Palace; or are developed with residential use (38 acres), or are vacant (40 acres).

There are several ways to look at commercial and industrial uses in a city. They provide jobs, offer necessary goods and services, and have the reputation for contributing more to the tax base than they take back in services. On the other hand, these uses generate auto traffic, are sometimes bulky and unattractive and frequently are unwelcome as close neighbors.

The extent of commercial and industrial development is more related to regional than to local economic factors; therefore, it is not reasonable to say that each city should have a certain number of acres or a certain percentage of its land devoted to such uses. It is possible, however, for a city to encourage or discourage commercial and industrial development, all other things being equal. Some of the general needs for industrial development are:

- . good transportation and circulation
- . relatively level land at reasonable cost
- . adequate utilities and services
- . labor pool

Commercial uses, in addition to the above, usually depend upon consumer expenditures and like to locate where there is a fairly large population that is not adequately served by existing uses.

1. What types of commercial uses are needed in Daly City; regional shopping, neighborhood shopping, small offices, auto-oriented, recreation, service?
2. Are there appropriate locations for new commercial uses: Mission Street, Junipero Serra, Westlake, Serramonte, Skyline Plaza?
3. In general, would you like to see more or less commercial area in Daly City? If less, which uses would be replaced and with what?
4. Would you like to have more industry in Daly City?
5. Would you rather have other types of employment, such as professional, administrative and research offices?
6. Are there suitable locations for such uses; where?

TRAFFIC AND CIRCULATION

Traffic and circulation includes automobiles (streets and highways), mass transit, bicycle and pedestrian movement. This is a broad topic, but all of these movement modes must be well integrated if, as one system, they are to effectively move people into, through, and out of Daly City. Traditionally Daly City has been the gateway to the peninsula. This role (or physical placement) has resulted in the City being traversed north-south by three major regional access roads: Highway 1, Interstate 280, and the Bayshore Freeway (101). In addition to these three the parallel state highways 35 and 82 go through

the City. Generally, these highways carry through and commuter traffic. Their existence relieves the pressure on the City streets to fulfill this through/commuter role.

The circulation system which serves City residents in particular is made up of three levels of streets (arterials, collectors and local). Arterial streets have intra and intercommunity service as their primary function. These streets may also provide access to adjacent property; but the more access to adjacent property they provide, the less adequate they are for through traffic.

Collector streets provide access to adjacent property, but more importantly connect the local street traffic to the arterials or major destinations within a neighborhood. These streets frequently are the cause of frustrating problems because residents on a collector see their street as a residential street and are reluctant to accept a higher level of traffic.

Local streets are the third level of street. They only provide access to property. Any other use is incidental.

In addition to problems following from use or function of streets, there are the problems resulting from changes in use combined with changes in construction standards. The result is a street built on a minimum right-of-way to carry local traffic being used as a collector. It is now too narrow for the safe flow of the greater number of vehicles which must use it, not to mention those who want to use it for parking, turning or fighting a fire. Older communities which developed before planning or which

experienced annexations in the 1940-1960 period inherited many of these problems. Often pedestrians and bicyclists are intimidated by the unfair competition with the car in part of the right-of-way. What becomes of those unable to drive because of age or inability?

Public transportation requires either high useage or a high subsidy or both. Today Daly City is provided with several regional mass transit alternatives: BART, the Southern Pacific Railroad, Greyhound and other transcontinental/regional bus services. In addition, the Northgate Transit Company provides local service to Mission Street, Westlake and Serramonte Shopping centers, and to Mary's Help Hospital. Unfortunately the part of the City west of Templeton is not served at all. Service is also irregular and restricted on weekends.

Parking is a circulation problem when it inhibits traffic flow; it is an economic problem when it discourages use of commercial or transit services; it is a safety problem when it obstructs emergency equipment. It is a personal problem when one can't find a place. Parking problems in Daly City generate from,among other things: BART, small lot frontage, shallow setbacks, poor off street parking arrangements, illegal garage conversions, narrow streets and multiple car families.

Daly City now has a variety of circulation options. The most efficient and effective system appears to be that used by the automobile. The least developed is a bicycle system. Sidewalks are frequently used as play areas for small children or bicycle paths, perhaps to the hazard of the elderly or very young pedestrian. The major problem with the regional mass transit

systems appears to be getting to them. Local mass transit service tries to link the points of local destination and the points of regional access, but seems, for one reason or other, to do this less than satisfactorily.

1. There are obvious conflicts between leaving streets as they are and satisfying the demands of the automobile. In situations where these two conflict, do you prefer decisions to be weighed in favor of leaving the streets (and yards) as they are or to have traffic safety take priority?
2. What do you feel are the traffic problems of Daly City? Beyond placing stop signs and redesigning intersections, what suggestions do you have?
3. Is the regional automobile access for Daly City adequate? If not, what additional access is needed?
4. Are access points to the freeways and State highways adequate; too close; poorly designed, dangerous? If so, which ones?
5. Do you feel that the east-west arterial access in the City is adequate? Are there some areas of the City which cannot be easily reached on major through streets?
6. Except for local access streets, are there areas where new streets are needed now?
7. Collector streets are needed to move traffic between local streets and arterial streets. What types of problems exist with collector streets, too much traffic, too much speed, too narrow, not enough of them, too many, inadequately designed?

8. Which collector streets are causing problems; what types of problems?
9. List streets you feel should be widened.
10. How satisfactory are the general street standards, like width, curbs, gutters, sidewalks, curb cuts?
11. What do you feel are the major parking problems in Daly City? What is the primary contributing factor? Are some of these problems more likely to occur in some areas than others?
12. Is the regional mass transit service adequate? Should local service include the western part of the City of San Francisco, South San Francisco, Pacifica and Colma?
13. Does Daly City need better local transit service? If so, what level of service is desirable? Where should it go? How close should it be to each resident?
14. Is local public transportation felt by the general public to be needed in Daly City; or just by a few? Generally, what are the categories of people who would benefit?
15. Realizing the high cost of public transportation, would you be willing to add 50¢ to your tax rate for reasonably adequate local public transportation?
16. Are the existing sidewalks adequate? If not, how can they be improved?

17. What things could Daly City do to improve pedestrian movement? Are there some areas or places in the City where walking is particularly difficult or dangerous? Where; what should be done?
18. Would it be worthwhile to have a system of public hiking trails from Mussel Rock to Thornton Beach and into the Golden Gate National Recreational Area?
19. Is there a need for a system of bicycle lanes (designated on the streets)? If so, to what points should they go?
20. What sort of facilities, if any, should be provided for motorcycles and motor bikes?

ENVIRONMENTAL ISSUES

This category of issues primarily is oriented to the natural qualities of the planning area and to the extent they influence or are influenced by the development process. In addition, this category deals with the quality of the built environment and the extent to which changes and improvements are felt to be needed. Subjects covered in this section include: Community Design, Noise, Geotechnical Hazards, Open Space and Conservation and Scenic Highways.

COMMUNITY DESIGN

One of the products of rapid growth of the Bay Area during the 1950's and 1960's is a group of places called "cities," most without any sense of identity or separation from their neighbors. Aside from the dismay of the political scientist at this disarrayed urbanization, sometimes called "slurbs," the behavioral scientist must wonder what affect this must have on the social sensitivity and cultural orientation of the citizen; or should it be slurbez? There may be no proof that one form of community is more satisfactory than another; however, experience and judgment suggest that cities should have identities and personal characteristics that encourage within their citizens feelings of pride, belonging and participation.

Size and Form

Daly City is not blessed with rational boundaries or an efficient shape. The western, ocean edge of the City is a natural boundary; otherwise, the City borders are arbitrary and cut indiscriminately across streets and blocks. The continuity of the City is disrupted

by unincorporated islands, particularly Broadmoor, further clouding the identity issue. Those who think of Daly City as being ocean-front are surprised to learn of its corridor which reaches to the Bay along the northern slopes of San Bruno Mountain.

The 7 square mile area of the City holds 72,200 persons. This averages 41 persons per net residential acre, making Daly City an exceptionally high density area. The City has a rare setting, generally sloping toward the ocean but also offering views of the Bay and San Francisco. The rolling hills and graded bluffs, now covered with rows of houses, only hint at the ravines that once laced down from the Mountain.

Gateways

There is little distinction between Daly City and its neighboring cities. Its northern edge is much like San Francisco, its southern and western edges are much like Pacifica and South San Francisco. There is no "you are now entering" feeling. Some cities for whom identity is important literally announce your arrival with prominent signs, often sponsored by service clubs and decorated with their emblems. Others provide significant landscaping or marked changes in development patterns. The primary entrances to Daly City are: Highways 280 and 35; San Jose Avenue and Mission Street; Junipero Serra Boulevard, and Hickey Boulevard.

Building Design

The character of Daly City's buildings, particularly housing, is dictated to a great extent by the small, narrow lot pattern. The

homes are exceedingly functional in that they offer relatively economical shelter. One is struck by the almost uniform design with only slight variation among buildings and sparse, if any, landscaping to soften and distinguish the sites.

In almost unconscious reaction to the crowded private buildings, the public and quasi-public sites and structures are much more generous and noteworthy.

Streetscapes

Unfortunately, the location of most city streets is established by the accident of the existing property lines and a desire for maximum lot yield when subdividing. Since typically twenty percent or more of urban land is occupied by streets and streets are the primary vistas from which the city is viewed, they deserve special attention. Certainly street planning should begin with its access function but it should not end there. Streets are open space, of a sort, and people spend a lot of time using streets.

Fortunately, the curvilinear street concept was well established before Daly City's main growth occurred. This mitigates the shortest distance between two points philosophy previously popular. A curved street provides many more design opportunities and adds variety.

Street standards can make quite a difference in appearance. A common debate is whether or not sidewalks should be separated by landscaping or integral with the curb.

Some of the fairly standard street fixtures can give identity to a city. Attractive, uniform street signs, electroliers, benches, hydrants and kiosks can add interest and a sense of order to the streetscape.

Landscaping public rights of way has great design benefits but maintenance can be very expensive. Once it is installed there is at least an implied commitment to keep it up. Some communities landscape only the most important streets and on the others have tree planting programs that involve property owner responsibility for maintenance.

1. Can you suggest ways, physical or intellectual, that Daly City can be given more of a sense of community; or is this necessary?
2. Can anything be done on the boundaries to identify Daly City; should anything be done?
3. Is there a desire to mark the City entrances in some distinctive way; small parks; signs; sculpture; arches?
4. Is there concern about lot size and the quality or character of building design, site planning and landscaping?
5. Is there a need for architectural criteria that would establish higher quality for future buildings; citywide or in certain districts?
6. Would there be support for additional street landscaping; including benches; kiosks and other features; or just trees and shrubs?

7. What about a modest realignment of streets just to improve their appearance?
8. Could landscaping objectives be combined with traffic objectives?
9. Are residents willing to pay for more installation and care of landscaping?
10. Are there ways to reunite the parts of the City split by the freeway; like using air rights to build over the freeway and by having more crossings?
11. Are there areas where utility wires should be placed underground?
12. Should all buildings except single family houses be subject to design review?
13. Would it make sense to undertake an extensive slope planting program; could you afford it?

NOISE

Noise is one of the by-products of civilization. The typical urban environment has become so noisy that specialists express concern over its effects on human health. The Federal and State governments are exerting control over various sources of noise. For example, aircraft and motor vehicles are subject to regulations which will tend to reduce their noise emissions. The State requires each city and county to consider noise in their general plans.

The primary sources of noise in Daly City probably include the freeway and arterial streets, BART and overflying aircraft.

1. To what extent do you feel residents of the City are disturbed by noise?
2. Can you identify any particular source of noise that is disturbing?
3. To what extent do you feel the City should act to reduce noise:
 - . Adopt and enforce ordinance?
 - . Build noise barriers?
 - . Require effected buildings be insulated?
 - . Prohibit new residential use in noisy areas?

GEOTECHNICAL HAZARDS

As most people know, Daly City is not only in "earthquake country" but portions of the City literally are astride the State's major fault. About twenty years ago a major earthquake damaged several structures in the City. Since then there has been extensive new construction, much of it dangerously close to the San Andreas Fault Zone and along the coastal bluffs which are subject to landsliding.

The fact that construction has occurred on hazardous land presents the potential for serious damage to private property and to public streets, utilities and other facilities. There is also the potential for loss of life and serious injury. A severe earthquake could actually isolate parts of the City and prevent emergency services from reaching those in need.

The policy of the City on this issue could range from one based on minimal probability of a serious occurrence to a policy based on super preparedness. There is a wide range of opinion on the extent to which a local government is responsible for protecting persons from geotechnical hazards. Some feel that hazards should be identified and, if severe enough, construction prohibited or at least engineered to withstand the hazard. Others feel that accepting the hazard is part of the price one pays for living in California and it is not reasonable to expect earthquake proof development. A middle ground would be to promulgate the hazards and let people choose, knowing the risks they are taking. The problem with this, however, is that it takes public facilities to support and serve private development. So even though the private developer is willing to risk development in hazardous areas, does he have the right to impose risks on the general public?

1. Are you concerned about the probability of serious damage to parts of the City?
2. Is there anything you feel the City should do to minimize the problem; like prevent construction in the most hazardous areas; alert people most likely to be affected; and be in a constant state of preparedness to put an emergency plan into effect?
3. Do you feel residents of the City should know about the hazards; how could they be informed?
4. What level of risk is acceptable for private facilities, for public facilities?

OPEN SPACE AND CONSERVATION

Open space in the Daly City planning area includes the beaches, San Bruno Mountain, city parks, golf courses, school grounds and undeveloped slopes. Open space has a close association with recreation since much of it is used for either active or passive recreation. Open space in that sense could be termed "positive." It also could be termed "negative" when the term is applied to land that is not suitable for use; such as land that is too steep or too hazardous to support development.

There is no objective standard to refer to which would say how much open space Daly City should have. The City should have as much or as little as the citizens are willing to pay for. The same applies to the type of open space that should be preserved. Some communities favor open space for physical pursuits; others give preference to open space for psychological gratification.

Open space is closely related to conservation in that the open areas are where it is more likely that wildlife will abide, that trees and shrubs will grow, that water will return to the ground and other natural processes will occur. Except for portions of San Bruno Mountain and the ocean beaches, the planning area has been so severely altered that conservation would have but little application except in the urban sense.

1. What areas in or near the City would you classify as "open space"?
2. Do you have any feeling about the amount of open space being adequate, inadequate, too much?

3. Which open space areas are particularly worth preserving?
4. Are there portions of San Bruno Mountain that should be kept open?
5. What techniques would you favor to save open space; zoning or purchase?
6. Are there natural resources in the area that should be conserved?

SCENIC HIGHWAYS

Originally, the State's scenic highway program was intended to identify and protect major scenic corridors so that they would remain pleasurable routes for the motoring public. The concept was extended to apply to county and city streets as well as State highways. The idea is that even urban corridors can be scenic, interesting, and pleasant to drive through. A scenic route should have some special quality, either natural or manmade, worthy of protecting by some form of public action such as zoning, sign control, public acquisition, landscaping, design control, etc.

1. Are there highways or streets in Daly City that you would call "scenic" and should be part of a controlled scenic route?
2. Do you feel that there are streets that could be upgraded, through strict controls and public improvements, and eventually become scenic?
3. Are you more concerned with the functional quality of a highway than with its scenic quality?

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